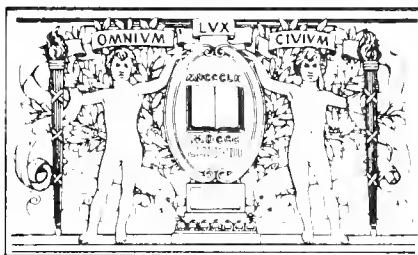


2226



BOSTON  
PUBLIC  
LIBRARY





A REDEVELOPMENT PROGRAM

for Lower Roxbury

B R A

2226

This study was prepared as a 7 week academic exercise by the following graduate students:

Ahmed Dakhgan

Gordon Gottsche

Rev. R.G. Howes

Marshall Kaplan

Julius Levine

Boone Powell

Jack Schoop

Submitted November 13, 1959

---

Note: Of necessity the study was based on inadequate data, and so required many hypothetical assumptions in developing the evaluation and solution of problems. Therefore it must be regarded as an illustration of method, rather than a practicable proposal. A full-scale professional study might either confirm or refute the feasibility of many aspects of the program as presented.

---

Reproduced for the interest of individuals  
directly associated with the student project

Department of City and Regional Planning  
Massachusetts Institute of Technology

Roxbury / N.  
Dorchester  
M382 I  
R

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

101-101101

## CONTENTS

|   |    |
|---|----|
| Introduction                              | i  |
| Section One: OBJECTIVES                   |    |
| Objectives                                | ii |
| Section Two: LAND USE PROGRAM             |    |
| I Housing                                 | 1  |
| A. Background                             | 1  |
| B. Short Range Program                    | 1  |
| 1. Rehabilitation: City Initiated         | 1  |
| 2. Rehabilitation: Private                | 2  |
| 3. Private Development                    | 3  |
| C. Long Range Program                     | 4  |
| 1. Public Sector                          | 5  |
| 2. Private Sector                         | 5  |
| II. Circulation                           | 8  |
| A. Existing Conditions                    | 8  |
| B. Short Range Program                    | 8  |
| 1. Traffic Circulation                    | 8  |
| 2. Public Transportation                  | 9  |
| 3. Pedestrian Circulation                 | 9  |
| 4. Parking Facilities                     | 9  |
| C. Long Range Program                     | 10 |
| 1. Traffic Circulation                    | 8  |
| 2. Public Transportation                  | 10 |
| 3. Pedestrian Circulation                 | 10 |
| 4. Parking Facilities                     | 10 |
| III Industrial, Commercial, Institutional | 11 |
| A. Industry                               | 11 |
| 1. Problems and Possibilities             | 11 |
| 2. Recommendations and Conclusions        | 12 |
| B. Commercial                             | 12 |



(index, continued)

|  |    |
|--|----|
| 1. Problems and Possibilities          | 13 |
| 2. Recommendations and Conclusions     | 13 |
| C. Institutional                       | 14 |
| 1. Problems and Possibilities          | 14 |
| 2. Recommendations and Conclusions     | 15 |
| IV. Municipal and Community Facilities | 16 |
| A. Schools                             |    |
| 1. Controlling Factors                 | 16 |
| 2. Design Considerations               | 17 |
| 3. Projected Facilities                | 18 |
| B. Public Open Space                   | 19 |
| 1. Existing Conditions                 | 19 |
| 2. Short Range Program                 | 20 |
| 3. Long Range Program                  | 21 |
| C. Police and Fire                     | 23 |
| D. Libraries                           | 24 |
| E. Civic Center                        | 24 |
| F. Settlement Houses                   | 24 |

### Section Three: SOCIAL PROGRAM

|                                    |    |
|------------------------------------|----|
| I. Education Program               | 27 |
| A. Problems and Possibilities      | 27 |
| B. Conclusions and Recommendations | 28 |
| II. Recreation Program             | 29 |
| A. Problems and Possibilities      | 29 |
| B. Conclusions and Recommendations | 29 |
| III. Citizen Participation         | 31 |
| A. Definition and Objectives       | 31 |



(index, continued)

|                              |    |
|------------------------------|----|
| B. Specifics                 | 32 |
| 1. Roxbury Community Council | 32 |
| 2. The Churches              | 32 |
| 3. The Social Agencies       | 33 |
| C. Policy                    | 34 |

#### Section Four: PHYSICAL DEVELOPMENT

|                                       |    |
|---------------------------------------|----|
| I. Physical Development               | 36 |
| A. Generalized Land Use               | 36 |
| BB. Neighborhood Areas and Population | 36 |
| C. Density                            | 37 |
| D. Neighborhood Core Complex          | 37 |

#### Section Five: SUMMARY

|         |    |
|---------|----|
| Summary | 38 |
|---------|----|

1.  $\frac{1}{x^2} = x^{-2}$   
 $\frac{d}{dx} x^{-2} = -2x^{-3} = -\frac{2}{x^3}$

2.  $\frac{d}{dx} \ln x = \frac{1}{x}$

3.

4.  $\frac{d}{dx} e^x = e^x$

5.  $\frac{d}{dx} \sin x = \cos x$

6.  $\frac{d}{dx} \cos x = -\sin x$

7.  $\frac{d}{dx} \tan x = \sec^2 x$

8.  $\frac{d}{dx} \cot x = -\csc^2 x$

9.  $\frac{d}{dx} \sec x = \sec x \tan x$

10.  $\frac{d}{dx} \csc x = -\csc x \cot x$

## I N T R O D U C T I O N

Lower Roxbury is in a state of transition. Property values are declining in the face of rapid deterioration and the uncertain future of the area. The formerly stable population has become highly mobile because of extensive residential demolition, the continued influx of minority groups and, again, the uncertain future.

Formulation of a redevelopment program for Lower Roxbury is complicated by the moral obligation to assure decent housing for the low-income group which now predominates in the area. It is the conclusion of the study team that the needs of this group cannot be satisfied elsewhere in Boston; therefore, this program is largely addressed to the problem of rehousing the present population (or its successor in kind) within Lower Roxbury and providing the services it will need.

For the purpose of this study, Lower Roxbury is roughly defined as an area bounded by Massachusetts Avenue, the New Haven Railroad main line, Roxbury and Dudley Streets, and Magazine Street.

The following program has been prepared by a team of seven students as a seven-week study project. As such, it can only suggest general policies and programs which by their nature will require further careful study before they can be implemented. It is hoped, however, that the suggestions contained herein will be of considerable value in indicating broad possibilities and alternatives which will be useful in formulating a final redevelopment program for Lower Roxbury.



Section One

**O B J E C T I V E S**

1. To determine the

1000000  
1000000000

## OBJECTIVES

The major objectives in the three-pronged attack on the Lower Roxbury problem by public agencies, private enterprise, and social organizations include the following:

1. Coordinate renewal and relocation operations involving the present population with comprehensive plans for conservation, rehabilitation, or clearance of all residential areas in the City of Boston.
2. Renew Lower Roxbury socially, physically, and economically over a period of time to achieve the maximum benefit for its present and future population.
3. Furnish decent, safe and sanitary housing within a sound physical environment.
4. Promote, through renewal, efficiency and safety in the movement of people and goods within and through the area.
5. Provide facilities and programs for social betterment, for the promotion of family life and for physical health and mental well-being of the present and future population.
6. Offer broad opportunities for interracial participation by all income groups in a wide range of social and recreational activities, with facilities adequate to accommodate such activities.
7. Utilize existing leadership and cultivate potential leadership elements in the Lower Roxbury community.
8. Foster citizen participation in the political process, with needs of the local population directed through clear channels of communication to all levels of government, to assure political response to these needs.
9. Maintain wherever adequate the present municipal services, and improve to a level of acceptability those now deficient.



Section Two

LAND USE PROGRAM



## I HOUSING

### A. Background

There are two extreme courses of action which become explicit after even a cursory examination of the potentialities for redevelopment in Lower Roxbury. It is quite possible either to conceive of a plan entailing complete demolition and redevelopment, or on the other hand, to realize that the potentialities may be so limited, and the environment so depressed, that no private or public action would or could remedy the situation. However, because of the immense economic and social costs involved in either of the above, public and private action if taken at all will probably lie somewhere in the intermediary zone.

In essence, within the immediate future the only plausible approach would be to ameliorate the present unwholesome physical and social environment. Concurrent with this, it is hoped that new mechanisms will be formulated which will enable the rehousing of a population composed of those within the lower and middle income range.

### B. Program (Short Range--Approximately within the next 10 years)

Since appreciable renewal cannot be undertaken at this time, the immediate program should have as its objective the prevention of further physical and social deterioration within the area, thus revitalizing general prospects for private investment. Due to the adverse nature of Lower Roxbury's physical environment, it is essential that the municipality take the initiative in fostering the improvement of this area. Simultaneously with the action of the city, moderate private rehabilitation is anticipated.

#### 1. Rehabilitation: City-Initiated Recommendations:

- a. Replacing obsolete schools and library facilities.  
(See Community Facilities Program below.)



- b. Provision for adequate open space within vacant areas. Any subsequent loss of recreation space because of proposed development should be compensated for by equivalent acreage.
- c. Closing residential streets where feasible so as to discourage through traffic.
- d. Replacing street lights, repaving street surfaces, etc., where situation warrants it.
- e. Improving existing services such as street cleaning, garbage collection, and fire and police protection.

#### Mechanisms:

It is felt that the above program can be implemented through a reapportioning of present and projected city revenues.

#### 2. Rehabilitation: Private

##### Recommendations:

1

Through the use of differential code enforcement, private rehabilitation involving both minor repairs of a "housekeeping" nature (stairs, halls, painting, etc.), and a major attempt to bring sanitary conditions up to at least minimum standards will be undertaken. In order to achieve the moderate results associated with the former, it will be necessary to revise the assessment policy of the city, so that any increase in real value due to rehabilitation will not be taxed. In addition, it is probable that some new sources of funds will be needed for this purpose. These could be provided through the use of a mortgage facilities corporation subscribed to by pooling the funds of local banks, and organizations that are vitally interested in the area (such as the NAACP); or extension of existing legislation such as Title I, and Section 220 of the Housing Act of 1959.

The financial mechanisms referred to above apply equally well in assisting the improvement of sanitary conditions. However, several additional inducements will be necessary to carry through a program involving large scale private expenditures without increasing rentals. With this in mind, it is suggested that the following factors be examined for possible use within this area.

#### Mechanisms:

- a. A revolving fund created by the federal and local governments earmarked specifically for rehabilitation, enabling individuals to obtain loans at low interest rates with longer amortization periods.

---

1. This would probably require enabling legislation to permit the city to treat such areas as Lower Roxbury as separate entities. Rehabilitation expenses necessitated through enforcement of the provisions of this act should be amortized.



- b. A neighborhood cooperative organized so as to economize on purchases of materials and hiring skilled services.
- c. Allocating additional tax revenue obtained by the municipality from other profitable urban renewal projects within the city. From Boston's point of view this procedure will be beneficial in the long run since through rehabilitation processes, property values in general will be enhanced.
- d. A subsidy to the tenant or a tax abatement to the owner, in those instances where rehabilitation may require higher rentals.
- e. Threat of tax foreclosure when owner proves to be reluctant to cooperate with the minimum sanitary improvements, and revision of existing legislation so as to enable the city to sell this property to a new owner, or rehabilitate it with its own means and act as rentee.
- f. Revisions within the state tax structure so as to eliminate credit given for payment of federal taxes. The extra funds thus received could be allocated for rehabilitation purposes.
- g. The rehabilitation costs incurred within renewal areas might be allowed as a deduction from both the owner's state and federal income tax.

In conclusion, before any rehabilitation can take place it is obvious that new procedures will have to be created which will provide the organization on both citizen and public levels necessary for the effectuation of this program. It is suggested that the settlement houses, along with existing organizations such as the Roxbury Community Council, the NAACP, and the Urban League, aid in obtaining technical advice, and help coordinate the varied aspects of projected improvements.

### 3. Private Development

#### Recommendation:

Due to the impact of the physical rehabilitation program, together with a general improvement of the social services offered, a small scale private development catering to the needs of those within the middle income range is contemplated. The effectiveness of this general improvement will most likely be experienced earliest in the area north of the proposed Inner Belt. Therefore, this sector will probably provide the site (hopefully on vacant land so as to avoid displacing families) for the new development. Although this project will only service the needs of a

---

The program envisioned would entail improved social services such as adult education, increased supervision of parks, more intensive case-work services, etc. Part of the physical program would include rehabilitation of units along Massachusetts Avenue and Greenwich Street, a new elementary school, a new park to compensate for the expected loss of Madison Park, and general "housekeeping" attention for the Lenox Hill Public housing project.

THE UNIVERSITY OF CHICAGO

DEPARTMENT OF THE HISTORY OF ARTS  
AND ARCHITECTURE

1954

1955

1956

1957

1958

1959

small proportion of the population, it is necessary for several reasons. Among these are: 1) To keep leadership within the area, 2) to induce new private capital, 3) to increase the supply of housing through the filtering down process, 4) to define the potential market, and 5) to avoid saturating the area with public housing projects immediately.

Mechanisms:

Divorcing the moral issues involved, the potential for profit within Lower Roxbury may be increased because of the captive nature of the market. However, it still may be necessary to offer several forms of assistance to the private developer in order that he may invest equity capital. The following mechanisms, some of which are explained below in the Long Range Program, and more exhaustively treated in an earlier report entitled "Prospective Real Estate Investment in Lower Roxbury," may prove useful in this respect.

- a. Tax policy "pegged" to percentage of gross income.
- b. Expansion of the use of Limited Dividend Corporations.
- c. Revision of FHA requirements.
- d. Use of Cooperatives.
- e. Mortgage Facilities Corporation offering low interest rates and longer amortization periods.
- f. Employment of Section 221 of the Housing Act of 1959. (Since this sector may continue as a receiving area of relocatees from other renewal areas, it is possible that any proposed project may be financed entirely by this means.)

C. Program (Long Range)

The actual time limit as to when this phase of the proposed program becomes a reality will depend on evolving new mechanisms, and public acceptance of the avowed objectives. Certainly, the larger portion of the construction within Lower Roxbury will consist of public housing within an urban renewal framework. Similarly, the smaller amount of private development which is projected for the area in the long range, will utilize the beneficial mechanisms offered by renewal.



## 1. Public Sector

### Recommendations:

- a. It is anticipated that a large scale program entailing construction of public housing will be necessary in order to house a majority of the projected population. However, it must be emphatically stated that if public housing is to succeed at all substantial changes will have to be made pertaining to the visual design, administration, and social services of the proposed units.
- b. Within the public housing program some provision should be made for the sale of individual dwelling units where the demand warrants this. As soon as a majority of tenants have expressed a desire for ownership some effort should be made to organize then in an individual project under a cooperative framework.

If ownership is not desired, and yet the income of the rentor has increased, the means test should be abandoned, and the rents prorated to the tenant's income. In this event there is a possibility that a private realtor would take over the ownership and management of the project.<sup>1</sup>

- c. For those earning an income which cannot permit paying an economic rent, subsidized dwelling units will have to be provided under a public housing program. Once more, the importance of the visual design, administration, and social service elements of this program cannot be overstressed.

### Mechanisms:

- a. The improvement of standards alluded to above would necessitate an increased federal subsidy.
- b. In order to facilitate the purchase of individual units by rentors, a revolving fund should be created by the federal government so as to provide for low interest rate loans, and longer amortization periods.
- c. In order to assist the private entrepreneur, FHA allowances for mortgages should be increased in relation to the market value of the structure.
- d. One other possible means of providing for cooperative or private entrepreneurial ownership is a lease purchase agreement.

## 2. Private Sector

### Recommendations:

- a. The anticipated improvement of Lower Roxbury together with a rise of

1. It is assumed that as the units are taken out of the area of public housing additional units will be constructed to service those in the lower income bracket. One of the foremost reasons for offering these dwellings for sale is to replenish the supply of public capital so as to enable the replacement of these living quarters.



Mechanisms cont'd:

- b. Revision of federal tax policies.
  - i. Private developers should be permitted to carry tax losses forward to other projects which they are involved in.
  - ii. Some method should be devised to allow the transfer of surplus corporate funds to personal income without exposing the latter to a confiscatory tax. It may be possible through revisions of the existing FHA requirements that private investors as well as corporate organizations may participate in urban renewal projects
- c. Revision of local tax policies. Future tax policies should be "pegged" to a reasonable percentage of gross income. In effect this will allow developers to predict annual outlays for tax purposes.
- d. Continued employment of Chapter 121A (Massachusetts General Laws) providing for Limited Dividend Corporations, and the FHA insurance program. If this is to have the desired effects, it will be necessary to revise the present legislation so as to remove present bureaucratic obstacles, such as the excessive administrative control of the State Housing Board over the corporation.
- e. In those instances where land costs even with a write-down raise the total cost of a project above FHA statutory limits, it may be advisable for the Redevelopment Authority to offer land to the redeveloper below fair market reuse value.
- f. In the event that prospects for private redevelopment prove unlikely, it may be necessary to offer further inducements such as a yield insurance program, and/or rights to commercial development.

This housing program has been devised within the framework of existing social and economic conditions. While understanding the ideological proclivities of the leading Negro organizations (which the authors sympathize with) in the Boston area, the outlined steps were felt necessary and realistic in order to improve the conditions of the inhabitants of Lower Roxbury, and in order to benefit future generations. While the program might be interpreted as maintaining the morally undesirable ghetto, it should be pointed out that this plan envisions mitigating the problem through dividing Lower Roxbury into two sections, emphasizing the divisive qualities of the Inner Belt, and orienting each



section to its adjoining area, i.e.:

1. The northern portion to the South End by-
  - a.- federation of the neighborhood houses
  - b.- formation of a new South End Junior High district with the facility located in the South End.
2. The southern portion to Upper Roxbury by-
  - a.- again, federation of neighborhood houses in the whole area
  - b.- integration of the Junior High school district with the school located in Upper Roxbury
  - c.- location of a civic center for Roxbury on Dudley Street,
  - d.- redevelopment of the Dudley-Washington Street shopping center as the commercial focus of Roxbury

Concurrent with ~~this program~~ an extensive effort should be made to assist in removing the remaining involuntary aspects of the ghetto. Serious examination should be given to the following areas: 1) means to raise the real income of those within the area, 2) education of the general public, 3) exploration of the factors associated with metropolitan government so as to enable public housing to be built throughout the metropolitan region, and 4) continued efforts towards reducing discrimination in housing through legislation.



## II CIRCULATION

### A. Existing Conditions.

Lower Roxbury is divided and fragmentized by numerous major traffic arteries and unclassified, multi-use streets. Heavy mixed vehicular traffic crosses the area, particularly on the several major streets that run in a north-south direction, and on the periphery of the project along Dudley Street and Massachusetts Avenue. Improper location of major traffic generators throughout the area adds further to congestion, hazard and delay. The area is fairly well serviced by public transportation, rail and street oriented. Off-street parking is deficient in high density residential areas, and in certain commercial areas. Pedestrian circulation in all parts of the area is hazardous.

### B. Short Range Program

#### 1. Traffic Circulation.

- a. Prior to the construction of the Inner Belt, the rail rapid transit should be located entirely along the railroad right-of-way, utilizing approximately one-half of the existing trackage, and providing stops at Northampton Street and at Roxbury Crossing.
- b. The Inner Belt should be constructed within the proposed right-of-way, (see map) depressed in its entire length through the area, with access to and from the Belt at Massachusetts Avenue and Washington Streets only, and later access to the proposed SouthWest Expressway (only) at Columbus Avenue.
- c. The existing circulation system should be improved in conjunction with Inner Belt construction, with emphasis on increasing the capacity of Columbus Avenue, Washington Street and Hampden



Street should occur as redevelopment commences.

2. Public Transportation.

- a. The entire Washington Street elevated and excess structures and ramps at Dudley and Washington Street should be removed in conjunction with Inner Belt construction.
- b. Bus routes should be reoriented to provide adequate service for Lower Roxbury residents both to shopping facilities and to new transit facilities. Pedestrian overpasses from the residential area east of the railroad track to the transit line should be constructed.
- c. A limited number of small parking lots should be constructed on the new transit line to service primarily residents of Roxbury and West Roxbury, with adequate terminal facilities for buses and taxis.

3. Pedestrian Circulation.

- a. To the maximum extent possible, unoriented and hazardous traffic movements should be eliminated by developing a temporary street classification system, by focusing major traffic flows on the larger arteries (Columbus Avenue, Washington Street, Hampden Street), by creating one-way streets where feasible, and by closing various narrow and minor streets in the residential areas.

4. Parking Facilities.

- a. Existing vacant land should be utilized for surface parking in higher density residential areas, and near commercial and industrial areas. Abandoned MTA facilities on Washington Street could be used for parking at the Dudley Street shopping area.



C. Long Range Program.

1. Traffic Circulation.

- a. The Southwest Expressway should be constructed as soon as possible.
- b. Capacity of major through streets should be expanded by widenings where necessary, and by elimination of street parking where not yet accomplished under the short range plan. In conjunction with redevelopment, a classified street system should be implemented.

2. Public Transportation.

- a. Programs instituted under the short range plans should continue.

3. Pedestrian Circulation.

- a. Insure safe access for pedestrians within the residential areas and to public open space, shopping and industrial areas through use of superblock construction, major pathways, and pedestrian overpasses at key locations.

4. Parking Facilities

- a. Within new residential, industrial and commercial developments, sufficient off street parking will be provided by the developer, to eliminate street parking on all highways, major streets and connector streets. Developers can discharge their obligation to provide parking by any of the following methods:

- i. Provision solely by the developer
- ii. Joint provision by any number of developers
- iii. Provision of the facilities by the municipality with special assessment on the district involved.

Parking may be provided on the surface or within structures.



III.

Industrial, Commercial And Institutional

A. INDUSTRY

Lower Roxbury now houses considerable industry on either flank, chiefly in the vicinity of (1) City Hospital and Magazine Street and (2) Tremont Street and the New Haven Railroad. Several of the larger enterprises have fairly modern, expanding plants; but much of the area is devoted to marginal industries in generally obsolete buildings. These industries probably provide some employment for residents of Lower Roxbury, particularly for women in the larger plants.

1. Problems and Possibilities

With the extension of the Inner Belt expressway through Lower Roxbury pending in the relatively near future, there is alleged to be considerable pressure for redevelopment of the adjacent areas for new industrial purposes. Nevertheless, it may be observed that: (1) Lower Roxbury is possibly a poor location for industry vis-a-vis the Central Business District and Highway 128, (2) traffic upon the Inner Belt in this vicinity may be too heavy to encourage highway oriented industries, (3) the present and foreseeable tax rates in the City of Boston discourage heavy investment in the city, and (4) at least one type of industry, the storage-type, is unlikely because of the present oversupply of such industrial space in the metropolitan area.

On the other hand, the presence of a number of obsolete and often vacant industrial buildings in the area suggests the possibility of creating a planned "incubator" industrial area for struggling new enterprises requiring low overhead in their infancy. The provision of such areas is much discussed but little has actually been done towards this goal. Such a program might also provide



temporary housing for marginal industries displaced by redevelopment programs elsewhere in the city.

Besides using existing plant to good effect, such a program would serve a desirable social function in Lower Roxbury by providing additional income opportunities for residents of the area. Presumably, (1) infant and marginal industries would welcome relatively unskilled labor, and (2) nearby jobs might enable additional members of low-income families to supplement their family incomes.

## 2. Conclusions and Recommendations

It is recommended that some industry be encouraged in Lower Roxbury in areas not planned for residential or other development.

A short-range industrial program should:

- a. Provide area for the expansion of some of the existing major plants and possible additional plants (to increase the city tax base and provide large-scale employment opportunities which might boost the income potential of area residents), and
- b. Encourage minimum refurbishing of salvageable industrial plants for "incubator" or marginal industries (funds probably could be obtained through Massachusetts Development Corporation small business loans).

A long-range program might include;

- a. Major industrial development on selected sites under an urban renewal program if such is adopted, and
- b. Development of additional fund sources to encourage incubator industries. (Possible sources include: (i) the investment of union health and welfare funds in small industry to stimulate additional employment, and (ii) the creation of low-interest revolving funds by (a) special bank pools, (b) industry-promoting foundations, a variation on the present charitable foundation schemes, and (c) any other sources which could be interested.

## B. COMMERCIAL

Lower Roxbury's commercial complex includes: (1) a major but declining commercial area centering around the Washington-Dudley Street intersection with



considerable investment therein, (2) strip commercial development under the Washington Street elevated and along Tremont Street and Columbus Avenue, with large numbers of blighted buildings and marginal operations, and (3) scattered "corner stores" throughout the area.

It is highly probably that (1) many of the commercial operations in Lower Roxbury return a meager income to their operators; (2) such businesses could not be successfully transplanted and carried on elsewhere; and (3) many operators are older people who know no other livelihood.

#### 1. Problems and Possibilities

Any extensive redevelopment program in Lower Roxbury will more than likely eliminate a great many of the smaller operators and deprive them of their only source of income. A major development emphasizing low-rent private housing also usually requires that the redeveloper be given the right to operate all the commercial concessions therein so the profits can help pay for the low-rent buildings.

It is questionable whether small, independent stores and services can survive in the face of increasing economies in mass distribution. It must be observed, however, that some are still surviving and they provide a highly important social function in the community as meeting places where primary group relations can persist and as the only type of stores where credit can usually be obtained - an important factor to low-income people.

#### 2. Conclusions and Recommendations

It is recommended that the Dudley-Washington Street area be reemphasized as the major shopping center of Roxbury, that commercial operations elsewhere on Washington, Tremont and Columbus be gradually eliminated, and that neighborhood



Thereby healthier commercial operations would be obtained, eliminating blighting marginal operations and enhancing the feasibility of redevelopment by offering some commercial advantages.

A commercial program for Lower Roxbury should include:

- a. A survey of store operators and the formulation and effectuation of a program to assure them a continued livelihood (by vocational training, job-finding assistance, provision of pensions and welfare for the aged, and substitution of new arenas for maintenance of primary-group relations);
- b. Preparation of a plan for the improvement of the Dudley-Washington Street shopping area, spurring rehabilitation and some redevelopment; and
- c. Preparation of renewal plans for other areas which will provide for the elimination of strip commercial developments and the establishment of neighborhood shopping areas.

The planning and survey stages of these programs could begin immediately, with implementation schedules geared to the progress of overall redevelopment in the area.

#### C. INSTITUTIONAL

The major institutions in the vicinity of Lower Roxbury, the City Hospital and Northeastern University, are seeking to expand. The latter seems likely to expand into the area. The hospital's expansion program is oriented northward away from Roxbury but some thought is given to construction of nurses' and doctors' quarters south of Massachusetts Avenue. Lesser institutions in the area include several parochial schools and a number of churches ranging from large congregations to small "store-front" assemblies.

##### 1. Problems and Possibilities

A redevelopment program could assist "going" churches by (1) providing



expansion room where needed, (2) providing a single chapel which could be used by several "store-front" congregations on a rotating basis if this were agreeable to them, and (3) possibly aiding churches to follow congregations which have permanently left the community through relocation expenses or site reservation in another area.

It is highly likely that parochial school facilities will be improved or replaced if the need becomes apparent and the facility continues to be well used.

## 2. Conclusions and Recommendations

It is recommended that redevelopment plans for Lower Roxbury:

- a. Provide room therein for the expansion of Northeastern University, City Hospital and other institutions if such agencies express a desire for expansion in the area;
- b. Preserve and reinforce existing churches by careful land planning, permitting their expansion if necessary;
- c. Foster the erection of one or more community chapels to be rented by small congregations; and
- d. Survey the need for and provide future parochial school sites.



IV.

MUNICIPAL AND COMMUNITY FACILITIES

A. Schools

1. Controlling Factors:

- a. Service Radii. Schools should be located to provide safe and convenient access to their tributary school populations. School service radii should be approximately:
  - 1/4 mile for elementary schools
  - 1/2 mile for junior high schools
  - 1 mile for senior high schools
- b. Inner Belt. The construction of the Inner Belt should be taken to divide Lower Roxbury into two parts. The results will be a redefinition of the South End and Upper Roxbury districts. Each should include that portion of Lower Roxbury that falls on its side of the Inner Belt.
- c. Population. Population will slightly decrease due to clearance for the Inner Belt and the current demolition program. However, it should then become stabilized as Hold-The-Line housing policies and limited dividend housing programs are initiated.
- d. School Condition. Only two of the ten schools in Lower Roxbury are in good enough condition to warrant retention for more than ten years (Dearborn Elementary and Timility Junior High Schools). Only Timility appears in good enough condition to be retained for more than twenty years.
- e. Recreation Facilities. School grounds and facilities should be utilized to supply services to the residential areas.

# THE PROBLEM OF THE FUTURE

1. The future is a problem.

2. The future is a problem because it is uncertain.

3. The future is a problem because it is unknown.

4. The future is a problem because it is unpredictable.

5. The future is a problem because it is uncertain.

6. The future is a problem because it is unknown.

7. The future is a problem because it is unpredictable.

8. The future is a problem because it is uncertain.

9. The future is a problem because it is unknown.

10. The future is a problem because it is unpredictable.

11. The future is a problem because it is uncertain.

12.

13. The future is a problem because it is uncertain.

14. The future is a problem because it is unknown.

15. The future is a problem because it is unpredictable.

16. The future is a problem because it is uncertain.

17. The future is a problem because it is unknown.

18. The future is a problem because it is unpredictable.

19. The future is a problem because it is uncertain.

20. The future is a problem because it is unknown.

21. The future is a problem because it is unpredictable.

22. The future is a problem because it is uncertain.

23. The future is a problem because it is unknown.

Overlap of facilities with those of the Park and Recreation Department should be avoided. Gymnasiums will be provided at Timility Junior High, and at the other two new junior high schools to be constructed just north of Massachusetts Avenue, and south of Dudley Street (east of Washington Street). Should the School Board fail to cooperate in making any facilities available for use by the neighborhood houses and any other private agency working in the area with recreational programs, a reorientation of policy and emphasis on provision of these services by organizations such as the Y's, and Boys' and Girls' clubs should be initiated. Elementary schools will have large multi-purpose rooms, for use by neighborhood organizations. Facilities for evening class and workshop courses for adults will be located in the junior high schools. These facilities should be available for daily use, in coordination with municipally provided programs.

2. Design Considerations.

- a. Due to the limitation of land in our area, we do not recommend full compliance with the state standards for school sites. If school sites are coupled with an interlocking mall, park and recreation system, we feel that approximately five acres would be adequate for an elementary school site, and eight acres for a junior high school site. The location should be chosen so as to provide safe and convenient access to all elements of the population. Maximum regard should be given to the screening



of major thoroughfares from the primary school areas.

3. Projected Facilities.

a. **Elementary Schools** There should be two schools south of and one north of the Inner Belt. Each of these schools should have space for an eventual capacity of eight hundred pupils.

i. Dearborn School (Area C) should be retained for 10-20 years. Adjacent land should be acquired to increase the site from one and one-half to five acres.

ii. A new elementary school should be built just east of the Whittier Street Housing Project (Area B).

iii. A new elementary school should be built in the neighborhood of the Lenox Housing Project (Area A).

b. **Junior High Schools.** No new junior high schools need be constructed in the area, but two should be added nearby to serve the areas "A" and "C".

i. Retain Timility Junior High School to serve area "E" and a section of Roxbury south of Dudley Street. Adjacent land should be acquired to bring the site up to at least eight acres.

ii. A new junior high school should be built in the Lower South End to serve that area and Area "A".

iii. A new junior high school should be constructed in Roxbury just south of Dudley Street at Area "C".



c) Senior High Schools. A district high school should be built in the South End to serve that area and the portion of Lower Roxbury north of the Inner Belt. High school facilities are not now available in this area of Boston. A gymnasium, which would be open evenings and during the summer months, should be provided with this school.

Existing Roxbury High School facilities are to provide for students in our area south of the Inner Belt.

B. Public Open Space: Parks, Playfields, Playgrounds, Playlots.

1. Existing Conditions. The general character and quality of existing public open space is summarized in the following table:

| Category             | Size           | Location-Access                                | Comparative Rec.Standards-Prog.*                    |
|----------------------|----------------|--|---|
| <u>1. Playfield</u>  |                |  |   |
| Eustis               | 9.0 Ac.        | Outside project.<br>Poor access.               | Boston:1 1/6 Ac/1000 8 wks                          |
| Carter               | <u>5.2 Ac.</u> | Border of project.<br>Poor access              | N.R.A.:1 1/4 Ac/1000 8 wks                          |
| <u>Total</u>         | 14.2 Ac.       |  | Low.Rox:7/10 Ac/1000                                |
| <u>2. Playground</u> |                |  |   |
| Orchard Pk           | 2.9 Ac.        | Within public housing project.<br>Good access. | Boston:4.0 Ac**(a) 8 wks<br>N.R.A.:1 1/4 Ac/1000(b) |
| Sullivan             | .9 Ac.         | Adj. Green Shoe<br>(abandoned)                 | None<br>Low.Rox:4.4 Ac(c)                           |
| 9 Elem. Schools      | 3.38 Ac.       | (total acreage)                                | Daily School Use                                    |
| <u>Total</u>         | 7.1 Ac.        |  |   |

(The above are junior playgrounds under Boston Standards. Senior playgrounds are lacking in the area although some of the playfields have some characteristics of these).



### 3. Parks

|              |                |                                    |  |      |
|--------------|----------------|------------------------------------|--|------|
| Madison      | 2.7 Ac.        | Demolition area.<br>Good access.   | Boston:2/3 Ac/1000<br>N.R.A.:1 Ac/1000 | None |
| Health Unit  | <u>1.0 Ac.</u> | Adj. to public<br>housing project. | Low.Rox:1/5 Ac/1000                    | None |
| <u>Total</u> | 3.7 Ac.        | (abandoned)                        |  |      |

4. Total acreage (excluding Burial Ground and including Eustis Playfield which is outside the area): 24.8 acres in public open space in Lower Roxbury.

5. The major deficiencies are:

- a. Senior playgrounds which are lacking (although incorporated somewhat in the playfields).
- b. Playfields which are approximately 9 acres short under Boston standards.
- c. Neighborhood parks which are 9.3 acres short under Boston standards.

---

\*Sources: "Recreation Areas: Their Design and Equipment" by George D. Butler for the National Recreation Assoc.1958 "City Planning Techniques" John T. Howard Spring Term 1959

\*\* Present population estimated at 20,000. (a) Present elementary school population (2400) taken as user group. (b) N.R.A. standards would result in 20-25 acres (junior and senior playgrounds), this based on 100% present and playing. (c) The Lower Roxbury figure is for junior playgrounds, plus the one elementary school playground that meets Boston's minimum size requirement ( $\frac{1}{2}$  acre).

---

### 2. Short Range Program

- a. A firm policy of immediate replacement of abandoned or eliminated facilities should be instituted by the city.  
  
New facilities should be constructed before the old are



abandoned. Attempts should be made to utilize vacant land for such facilities where location is in line with the comprehensive land-use plan of the planning board. Vacant land conversion into temporary playlots or block parks in high density residential areas should be considered.

- b. Complete summer recreation programs should be provided at existing playgrounds and playfields. Winter indoor programs and activities should be sponsored by the city in cooperation with settlement house, Boys' Club and church programs, utilizing any and all existing indoor facilities.
- c. Where poorly maintained but well located facilities are available (Health Unit Park, for example), these should be maintained so as to be fit for human use.

### 3. Long Range Program

- a. Replacement of obsolete or inadequate recreational and park facilities will be continued in accordance with the comprehensive plan, complementing school development programs and new, higher-density residential development.
- b. District recreational offices should be established for all residential areas in the city. From these offices, the year-round recreational programs of the city, the neighborhood houses, the Boys' and Girls' Clubs, and the churches can be coordinated to assure maximum coverage to all age groups in a total recreational program.
- c. Through analysis of functions and appropriate location convenient to public recreational facilities, the several municipal

1. 1912-1913

2. 1914-1915

3. 1916-1917

4. 1918-1919

5. 1920-1921

and social agencies can maximize the value of their programs, while minimizing capital outlay for more costly or duplicative facilities.

d. Under the long range program, facilities will be provided as

|                     | follows:                   |                | Acres                    | Acres                | Acres | Acres                  |
|---------------------|----------------------------|----------------|--------------------------|----------------------|-------|------------------------|
|                     | Population                 | Acres<br>Parks | School<br>Sites          | Other<br>Playgrounds |       | Playfields             |
| Neighborhood<br>"A" | 8000<br>32 DUs/Acre        | 8              | Site: 5Ac<br>Plgd: 3Ac   | 3                    |       | (shared-South<br>End)  |
| Neighborhood<br>"B" | 6000<br>33 DUs/Acre        | 7              | Site: 6 Ac<br>Plgd: 4 Ac | 3                    |       | 5                      |
| Neighborhood<br>"C" | 7000<br>38 DUs/Acre        | 5              | Site: 5Ac<br>Plgd: 3Ac   | 3                    |       | (shared-Upper<br>Rox.) |
| <u>Total</u>        | 20-25,000<br>34 DUs/Acre.. | 20             | Plgd: 10                 | 9                    |       | 5                      |

# 1. Pattern of Distribution:

Neighborhood parks: within each neighborhood, there will be one large park of 3-4 acres, and smaller parks in the high density areas, totalling from 2 to 4 acres, depending on the neighborhood.

Playgrounds: within each neighborhood, the major playground will be in conjunction with the elementary school. Playgrounds ranging from .7 to 1 acre will be located convenient to the high-density residential areas.

Playfields: one playfield will be located at Timility Junior High School. The other playfields will be located outside the area, at the two new junior high schools, with service radius encompassing Area "A" and "C".

Playlots: within the superbblock developments, playlots and small sitting areas will be located, resulting from large tract development with low building coverage.



- e. Indoor facilities under the long-range program include the following:

MDC: an outdoor swimming pool will be located in Area A.

Municipal:

Within the Elementary Schools: (A, B, C) large multi-use room; auditorium; clinical room.

Within the Junior High School: (B) gymnasium; adult activity-study rooms; workshop facilities.

Within the Senior High School: (South End) gymnasium; indoor swimming pool; workshop facilities.

Neighborhood Houses:

Areas A, B, and C: activity rooms; small indoor multi-use room; study rooms. Indoor activities and organized sports programs will be conducted at adjacent elementary and junior high school structures.

Other Agencies: the existing Roxbury Boys' Club on Dudley Street will be retained. Should municipal facilities and programs prove inadequate, this type of organization will be encouraged to expand the scope of both facilities and programs.

C. Police and Fire.

1. Four fire and two police stations are within or on the fringes of Lower Roxbury. Present plans call for the demolition of all of these existing stations. Two fire stations will be erected, one at the corner of Dudley and Warren Streets and one at Massachusetts Avenue and Tremont Street. Both police stations lack adequate juvenile facilities and special emphasis will be placed on providing sections to take care of this deficiency in the new district station. This will be built near the Dudley Street shopping area.



D. Libraries.

1. The Mount Pleasant Branch Library is located in the Municipal Building at 35 Dudley Street and is supposed to service Lower Roxbury. The facilities are in extremely poor condition, however, and the main reading room is located just under the gymnasium. A new library will be built in conjunction with the new civic center in Dudley Street shopping area. Consideration should be given to small branch libraries in Section A and B, or utilization of a weekly book-mobile operation throughout the area.

E. Civic Center

1. To fill the need for a district municipal administrative center, and to provide a focal point for some of the municipal functions in Lower Roxbury, a civic center should be developed near the Dudley Street shopping center. Within this center, the following, among other functions, are or can be located:
  - a. District Court House.
  - b. John Elliot Meeting House.
  - c. District Offices: Health, Welfare, and Recreation.
  - d. Lower Roxbury Branch Library.

F. Settlement Houses.

1. The Robert Gould Shaw House and the Roxbury House presently service Lower Roxbury. Norfolk House is located on the southern periphery of the project, and is oriented primarily toward Upper Roxbury. The Roxbury House faces elimination of its plant with construction of the Inner Belt. R.G. Shaw House is considering



expansion of its facilities. A major consideration in relocation of either or both of the Houses is that each locate as closely as possible to the proposed Elementary School-Neighborhood Playground-Park core complex within each neighborhood.

The presence of contiguous municipally provided facilities will greatly augment indoor and outdoor settlement house programs.

General locations of the two Houses should be:

- a. The R. G. Shaw House (should relocation become part of its expansion plans) should relocate in the same neighborhood it now occupies (Area A), adjacent to the Lenox Street Housing Project, and the proposed elementary school, and neighborhood playground and park facilities. The Shaw House might well consider joining the Federation of South End Settlement House : with headquarters at the South End Settlement.
- b. Roxbury House should relocate south of the Inner Belt (Area C) near the Orchard Park Housing Project, adjacent to which is an existing playground and elementary school(to be retained), and proposed park and expanded playground facilities.
- c. There are alternative solutions to the need for a settlement house for Area B:
  - i. Readjust the boundaries of the Norfolk House northward to include Area B. Establish a new settlement house south of Norfolk House to service that portion of Upper Roxbury.
  - ii. Establish a new settlement house in the area between the Whittier Street Housing Project and the proposed elementary school in Area B.



- . iii. Under any relocation scheme for settlement houses south of the Inner Belt, the Roxbury House (Area C) and the "New" House (Area B) might well consider joining a proposed Roxbury Federation of Settlement Houses, with headquarters at Norfolk House.

11. 12. 13. 14. 15. 16. 17. 18. 19. 20.

21. 22. 23. 24. 25. 26. 27. 28. 29. 30.

31. 32. 33. 34. 35. 36. 37. 38. 39. 40.

41. 42. 43. 44. 45. 46. 47. 48. 49. 50.

51.

Section Three

S O C I A L   P R O G R A M



I.

Education Program

Public and private schools in Lower Roxbury have some programs specially adapted to improve the outlook and education potential of children of low-income minority groups; e.g. some of the most advance junior high school students are transferred to schools where their ability is better developed; good teachers and programs have enabled surprising numbers of Lower Roxbury students to qualify for admittance to Boston Latin High School.

No adult vocational education classes are available in the immediate area although such classes are free elsewhere in the metropolitan area.

The neighborhood houses in the area offer handicraft and other specialty education programs but have abandoned "practical" classes such as in home-making and child-rearing because of lack of funds and staff. Many welfare agencies operate in the area, but none with sufficient staff to effectively cope with the serious social problems of area residents. The services which are or have been offered, however, have apparently been well received.

A. Problems and Possibilities

A program for the physical redevelopment of Lower Roxbury carries with it the opportunity to create a total program aimed not only at rehousing the people but also at providing opportunity for their economic and social uplift. It is well recognized that good physical environment alone does not ameliorate all the conditions found among residents of blighted areas. Possibilities exist for reshaping education programs to the needs of the people who now congregate in blighted areas.



B. Conclusions and Recommendations -

It is recommended that a "saturation" social program be carried out along with a physical redevelopment program in Lower Roxbury.

It is suggested that public and parochial schools might make major contributions towards improving the lot of less-privileged people in several ways such as:

- a. Tailoring education programs more fully to the needs of the children in the area, e.g. expanding existing special programs and taking a cue from New York City's "Higher Horizons" program. (The latter is successfully raising the sights of minority group children by making them more aware of the opportunities before them. As in the New York case, funds for such purposes can usually be obtained from private foundations.)
- b. Providing free vocational classes in nearby schools for adults to provide them with new skills for increased income potential. (Vigorous promotion of such a program would also be necessary.)
- c. Opening up school plants to more extensive use for "after-hours" programs.

Social agencies, too, especially the neighborhood houses, could play a much larger role in providing fundamental reeducation in living. The neighborhood houses have already experienced success in improving social standards with home-making and child-care courses for adults. New fund sources would be needed along with vigorous promotion. Again, private foundations might be tapped in such a program if United Fund sources cannot be adequately expanded.



## II.

### Recreation Program

Public recreation programs are now limited largely to 8-week summer supervisory programs on a somewhat irregular basis. City recreation officials report minimum participation. Extensive recreation programs are also carried on by churches, the neighborhood houses and the Roxbury Boys' Club; but these do not fill the complete need, especially for outdoor recreation.

#### A. Problems and Possibilities

It is likely that a major reason for lack of participation in offered recreation programs is lack of adequate promotion. Furthermore, the apparent lack of demand for more recreation programs is due to the inability of Lower Roxbury residents to vocalize their demands since they lack leadership and organization.

It would appear quite possible to increase the breadth and depth of recreation programs by provision of more personnel, equipment and promotion. A more adequate recreation program geared to the needs of the residents probably would provide healthy leisure-time diversion to supplant crime-breeding boredom.

#### B. Conclusions and Recommendations

It is recommended that a more ambitious recreation program be provided to promote the social welfare of Lower Roxbury residents.

It is suggested that:

- a. The City provide a more extensive program in this area, staffing all of the proposed public play facilities;



- b. More funds be sought from private foundations or from the United Fund to enable expansion of year-round recreation programs in neighborhood houses, churches and boys' clubs; and
- c. The City and the social agencies coordinate their programs for maximum effectiveness, with all participating agencies vigorously promoting the entire program.



III

Citizen Participation

A. Definition and Objectives

a. Definition - The HHFA defines this as "a concerted type of community participation with all groups working toward a common end. Wide-spread participation should be sought at the time planning...is initiated and should continue throughout the execution of each project." (HHFA R-I Revised, December 1956)

i. Further amplification, specifically in the case of urban renewal but applying in most phases of less-than-renewal neighborhood uplift, is found in the advice given Mr. Norman Mason, HHFA chief, by his National Public Interest Advisory Committee (of public-spirited but wholly private citizens) on 20 April 1959:

Too few people understand urban renewal. More effective program of public understanding or a "selling" job is urgently needed. Unless greater public understanding is achieved, urban renewal may ultimately run into substantial public resistance. Citizen participation involves many complicated social forces. Trained people are needed to help organize communities and neighborhoods..Public hearings and the work of planners cannot themselves do the job of relating programs to public interest.

b. We concur in the above remarks. There seems no need for discussion on our part. Suffice it to list these objectives:

i. To stimulate and sustain awareness of the need for action in Lower Roxbury and in total Boston.

ii. To build a bridge of communication between planners and people with a view to the dissemination of clear and accurate information but, principally, to facilitate and centralize exchange of ideas, resources, attitudes.

iii. To involve the people on the spot with their civic leadership



in a common cause as much as possible mutually-determined mutually beneficial, mutually carried through and understood in the process by as many of the affected people as possible.

iv. To forestall those evils which tend to associate with inadequate programming for citizen participation-e.g. poor public relations, suspicion, unchecked rumors.

#### B. Specifics

i. In terms of our major objective, namely to do something for the citizens of the area, participation will have in Lower Roxbury a very special significance and ought to be most carefully cultivated. If we were aiming at mass relocation elsewhere participation would still be important. It is doubly important to us since the citizens themselves in this, their home area, are meant to be the principal beneficiaries of the whole uplift operation.

ii. While we concede, even urge, the importance of further social surveying in the area at an early date, we recommend that active and large-scale citizen involvement be initiated rather at the selection-between-feasible-alternatives stage in our long-range programming than in any abstract imagery of an ideal neighborhood.

iii. There are, it seems to us, three major groupings through which local citizen interest can be marshalled:

##### a. THE ROXBURY COMMUNITY COUNCIL:

1. There is need for full-time and professional direction at this level. Things are apparently already moving in such a direction.

2. Planners should coordinate carefully with the Council as to the timing and details of the publicity campaign and meeting schedule.

3. The Council should be involved frankly and continuously as

1. 1. 1. 1. 1. 1.

2. 2. 2. 2. 2. 2.

3. 3. 3. 3. 3. 3.

4. 4. 4. 4. 4. 4.

5.

6.

7. 7. 7. 7. 7. 7.

8.

9.

10.

11.

12.

13.

14. 14. 14. 14. 14. 14.

15.

16.

17.

18.

19.

20.

21.

as far as possible as an important partner at both the short-range and long-range levels of the program. It will have clearly to understand the plans and any changes in them. There must be no attempt, however implicit, to gloss over difficulties or confuse realities with technical phrases. The Council must retain throughout its freedom to approve or object.

4. Public relations are vital. The Boston press and news media should be patiently cultivated. The Council, besides helping to promote such publicity, might well give thought to a training course for volunteer speakers who could then, in and out of Lower Roxbury, lecture on the developing aspects of the program. Some thought here might also be given to a slogan or phrase to be used as part of the program-e.g. Operation Tomorrow, Operation Bootstrap.

5. The Council throughout should be a kind coordinator not a jealous master of participation. It should welcome all help from below.

b. THE CHURCHES

1. We hope for and anticipate some city-wide Church interest in our programming.

2. A ministerial association of all responsible churches in the area is desirable and, we feel, possible. Such an association would centralize civic contact between community leadership and Church leadership, would tend to eliminate undue influence by and/or neglect of any responsible religious group, would permit concentrated Church inquiry into the social aspects of the change plus more formal Church service to the community.

3. The importance of Church clubs and social organizations as media for renewal information, talks by staff and discussion should not be overlooked nor the importance of the pulpit for announcement of civic sessions and sermons on such topics as citizen responsibility, integration, etc..



4. Since, ultimately, we project a re-housing of most of the present residents (or, at most, a similar type of family) in Lower Roxbury, the major problem confronting the social agencies presently existing in the area will be not so much a change in service field or need but rather in a frank re-assessment of the total social agency situation in what is now Lower Roxbury to determine what buildings and what organization (e.g. vis-a-vis present social agency facilities in the South End and in Upper Roxbury) will more effectively service the new area.

5. There exists at present a Neighborhood Association largely staffed by, but independent of, the Roxbury Settlement House. To facilitate interpretation of overall policy and participation to local groups and vice versa, serious inquiry should be made into the possibility of establishing other Neighborhood Associations. Help in this direction could be had from the Roxbury Community Council which, we understand, now has a staff representative precisely for such activity.

6. There exists at present and will no doubt remain the problem of integrating public housing residents with the neighborhood as a whole. Here again the social agencies can render much service.

#### C. Policy

- a. Throughout the participation process, the development of local leadership should be stressed.
- b. Full use should be made of existing civic organizations.
- c. There should be prepared clear, appealing and brief literature which can be disseminated to the individual families in the area-e.g. on inexpensive rehabilitation techniques, on relocation procedures, on new type public housing.



d. There is little doubt as to the entrance of non-white, specifically Negro, city leadership into the Lower Roxbury uplift picture. The right of this leadership to speak here must be recognized and dealt with respectfully even though it does seem quite possible that it will protest against the outcome of the program.

e. A Demonstration Grant under Section 314 of the Housing Act of 1954 should be sought for Lower Roxbury in the renewal phase of our program. Terms of such a grant are applicable, the Act says, to areas whose renewal will "(1) contribute most significantly to the improvement of methods and techniques for the elimination and prevention of slums and blight, and (2) best serve to guide renewal programs in other communities." We are aware that Lower Roxbury has already shared in a Section 314 survey of citizen participation in the Boston area. We feel strongly that the nature of the specific problems with which renewal will have to wrestle in Lower Roxbury plus the somewhat radical solution we are proposing justify a further and exclusive grant for this area.

i. A demonstration team working through Lower Roxbury would firm up the whole citizen-participation mechanism and would apply professional thinking to it full-time.

ii. If our long-range programming is effective in Lower Roxbury, a Section 314 report on it will make the details available in other renewal cities. If our programming should fail, there would be a clear diary of events from which future remedial action could start.



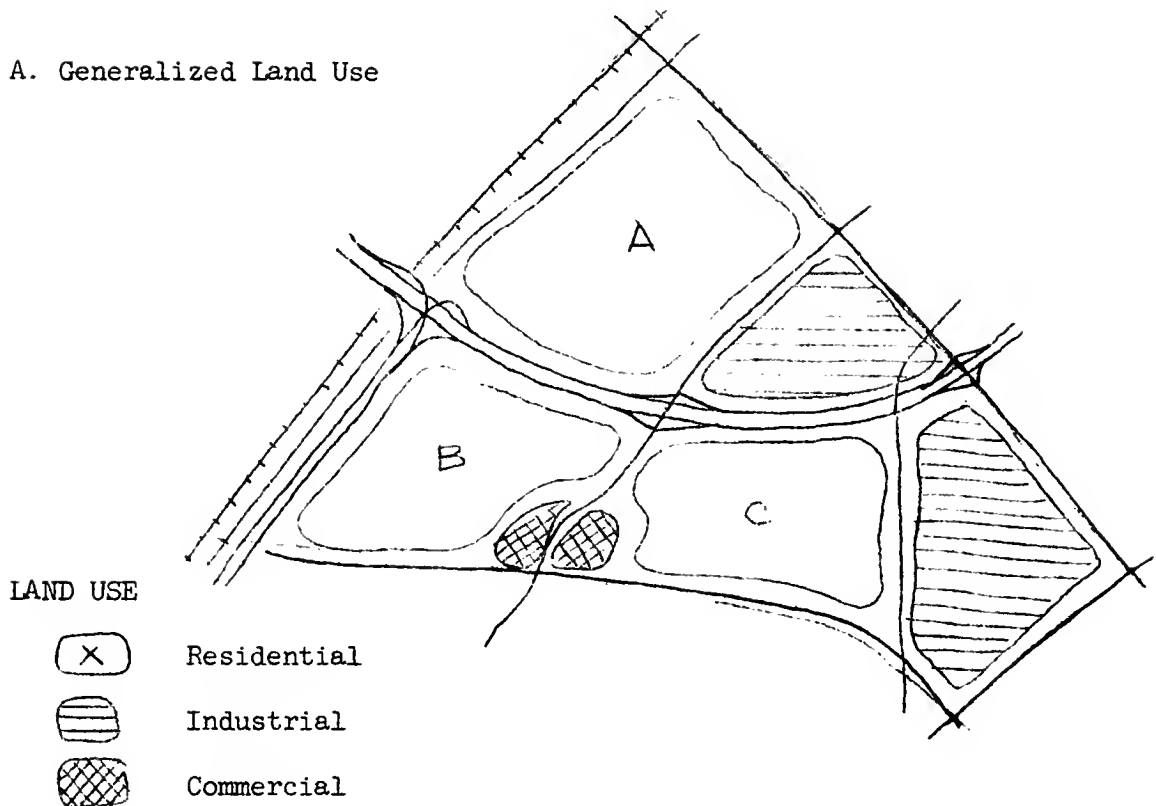
Section Four

P H Y S I C A L   D E V E L O P M E N T   S C H E M E



#### IV. PHYSICAL DEVELOPMENT

##### A. Generalized Land Use



##### B. NEIGHBORHOOD AREAS & POPULATION

|                      | Neighborhood A | Neighborhood B | Neighborhood C |
|----------------------|----------------|----------------|----------------|
| Population           | 8000           | 6000           | 7000           |
| Area, net resid. Ac. | 72             | 52             | 52             |
| Density, D.U./Ac.    | 32             | 33             | 38             |

11-11-11

11-11-11

11-11-11

11-11-11

11-11-11

11-11-11

11-11-11

11-11-11

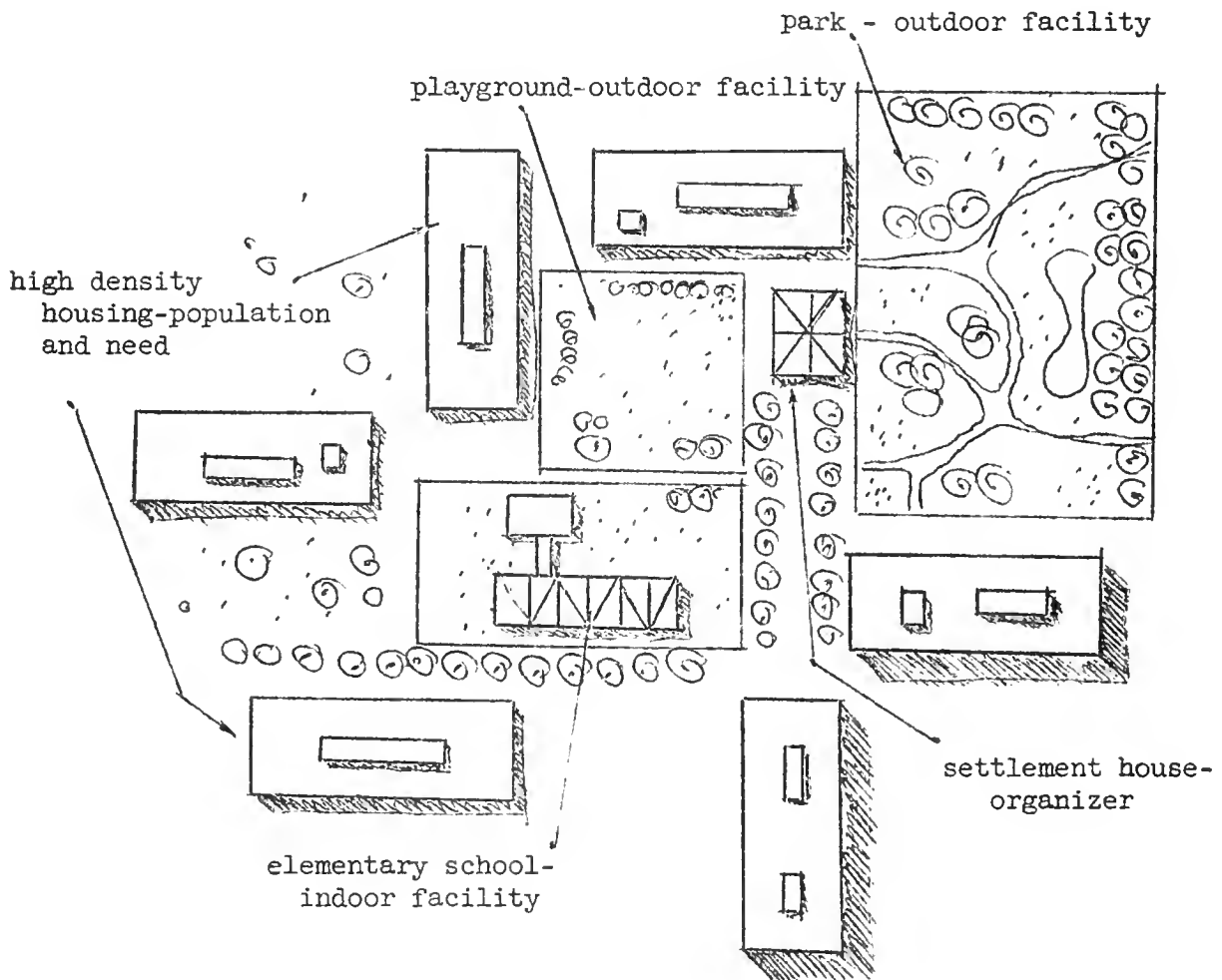
11-11-11

C. Density

1. Public housing (existing) 66 DUs/ Acre
  2. Other than public housing 28 DUs/ Acre (15,000 population)  
35 DUs/ Acre (20,000 population)
  3. Public and private housing (proposed)
- Totals 33 DUs/ Acre (20,000 population-low range estimate)  
42 DUs/ Acre (25,000 population-high range estimate)

Net residential area for new housing and existing public housing: 175 acres.

D. Neighborhood Core Complex



BOSTON PUBLIC LIBRARY



3 9999 06316 336 2



